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ABSTRACT

This conference report summarizes 12 presentations, small and large group discussions, conclusions, and policy suggestions. The conference's purpose was to initiate a coalition between the policy domains of early education and child care and to encourage the dissemination of information about possible service arrangements which bring together the assets of the public schools and other child care organizations. Sponsored by Spring Hill Center (an independent nonprofit conference organization), the conference featured five major sessions which addressed the following topics: (1) the demand for services for preschool children, (2) background and status of the issue, (3) cooperative programs in action, (4) political consideration, and (5) network building. Appendices include the conference agenda, a participant list, and sample responses from the media. (DST)

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Child Care and the Role of the Public Schools

Spring Hill Center

December 10-12, 1984

PS 015485

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I. Background and Introduction

On December 10, 1984, Spring Hill Center in Wayzata, Minnesota hosted "Child Care and the Role of the Public Schools." The conference, sponsored by a grant from the Carnegie Corporation, brought together 100 school leaders, legislators, state officials, child care providers, early education advocates, child psychologists, scholars, minority representatives, church representatives and social activists from around the country. The participants (see list, appendix) were recognized leaders in a national discussion of linkages between the country's public school and child care communities.

History

When Albert Shanker, President of the American Federation of Teachers, declared in 1971 that the public schools should assume "prime sponsorship" of programs for preschool children, the proposal unleashed a debate between groups responsible for children about the ability of the schools to serve the needs of that age group. These service providers and their respective advocates held many deeply rooted, contrasting beliefs about the skills, relationships and environments necessary or beneficial for a preschool child's development. Unable to agree on a mingling of educational and nurturing ingredients, all groups--the public schools, and the early childhodd education and child care communities—sacrificed opportunities for increased funding in the early 1970s; and the issue faded from public scrutiny.

Today, almost 15 years later, a new wave of education reform has generated many proposals which are receiving widespread attention. States across the nation will consider funding new programs and expanding existing efforts. These proposals, however, focus on the need for reform at the high-school level. They are relatively silent on the value of discerning and serving the developmental needs of preschool-age children. This is true in spite of substantial research concluding that investment in early childhood development improves both social maturation and educational achievement of children in their later years. Too, the demand for child care and early child education has soared as America's labor force, and the prevailing structure of its families, have changed.

Conference Role

This is an ideal time for advocates of preschool children and extended-day services to make their concerns an indisputable part of the education reform agenda.

The purpose of Spring Hill Center's "Child Care and the Role of the Public Schools" was thus to begin a dialogue--to initiate a coalition--between the policy domains of early education and child care. It was also designed to encourage the dissemination of information about possible service arrangements which bring the assets of the public schools and other child care organizations closer together.

The conference featured five major sessions (see agenda--appendix) which addressed 1) the demand for services for preschool children, 2) background and status of the issue, 3) cooperative programs in action, 4) political consideration, and 5) network building. This report includes summaries of 12 speaker presentations, as well as small-group interaction and large-group discussion.

Each speaker, with the exception of the Population Resource Center and cooperative program presenters, presented a paper to the conference. Copies of these papers, and materials distributed by the Population Resource Center and specific early childhood and education programs, are available from Spring Hill Center, Box 288, Wayzata, Minnesota, 55391.

Spring Hill Center is an independent nonprofit conference organization whose principal function is to develop and conduct programs that have strategic impact on the Minneapolis-St. Paul metropolitan area, the Upper Midwest region, and the nation. Programs are designed to appraise existing community conditions, examine problems, analyze issues, stimulate consideration of alternative solutions and new ideas, and develop networks of collaborating individuals and groups.

Spring Hill regards its independence and neutrality as essential to its functions as a convening and programming organization. The Center does not itself take positions on issues; but groups convened by Spring Hill are encouraged to reach conclusions, recommend appropriate actions, and disseminate information.

II. Conference Proceedings

Opening Address:
Child Care and the Schools: An Overview
James A. Kelly, President, Spring Hill Center

Within a dynamic, pluralistic society like the United State, stated Kelly, the education and care of young children is handled in an almost endless variety of ways. In seeking conceptual agreement about public policy goals in this area, and to define possible roles for schools as providers of child care, he said, it would be necessary for conference participants to 1) review the rationale for increased provision of child care services, 2) examine the differences that separate the child care and school domains, 3) discuss ways that improved policy and program cooperation could improve both sectors, and 4) develop strategies for improved collaboration during the reaminder of the 1980s.

Expanded child care services are needed, Kelly said, due to:

1) **Demand**--As women have become a majority of the labor force, as the concept of organized child care has become more universally accepted, and the number of children born to teenage parents has continued to rise, the demand for child care and early education has grown steadily and can be expected to continue to do so.

However, these services still serve only a fraction of the constituencies--low-income, single-parent, and non-English-speaking, for example--which should be served. The role of government in providing equitable services is a "central and essential part" of this policy issue, Kelly said.

2) **Communications Technologies**--"A strategy is needed to reduce the astonishing parental reliance on television as a major child care service," said Kelly. "The nation's attention must focus on how to counter the harmful influences of the media...and encourage ways to use the media in quality child care programs."

3) **Program Effectiveness**--Although research in a variety of disciplines has not conclusively determined the type of program which is best for children, or even the criteria for judging a program's success, "there is considerable evidence that children benefit from preschool education programs, especially at ages three and four." The benefits appear strongest for

children from poor families whose home environments fail to provide comparable cognitive stimulation. It is "intuitively self-evident," said Kelly, that investment in preschool education and health services for young children represents "prevention of damage to children" as well as prevention of major welfare expenditure in later years.

Kelly stated that the process of linking the domains of school and child care is made difficult by their different assumptions about the following factors: proper institutional composition; the proper relationship between family, child, and governmental institutions; the nature of skills needed for professional employment; financing mechanisms; interest groups; and the relative value of standardization and experimentation.

At the same time, Kelly reviewed the respective advantages for child care groups to work with schools, and vice versa. "Schools have political clout, huge constituencies, empty buildings, surplus staff, and financial resources that could, theoretically, be used to help support expanded child care services. The child care community has experience in providing a wide range of coordinated social services to children and families, and an attitude of direct connection to parents as clients, attributes schools and educators need to know more about and perhaps adopt." Although schools are increasingly providing "latchkey" services after hours, and many child care programs have serious developmental and educational content, "schools are **not** aggressively pushing the idea of moving into the child care field," said Kelly. "The gap between sectors was illustrated vividly during the 1970s when school enrollments declined approximately 20 percent, or by about 8-9 million students, but empty classrooms and unemployed teachers were not reallocated to the child care sector," he said.

This separation, in part indicative of the traditions of the institutions concerned, also reflects the 1970s preoccupation of school administrators with "the politics of race, collective bargaining, and bureaucracy in schools." However, Kelly cautioned that in the face of recent interest in nationwide reforms in education, with proposals focused mostly on the secondary school level, the child care policy field cannot afford to remain "relatively dormant": "[The silence of commission reports on the issues of preschool education and child care] constitutes a major failure of leaders and constituencies concerned with child care and early schooling to draw

connections between the two fields during the last two years. A significant opportunity has already been lost."

In 1985 and 1986, Kelly continued, national and state governments--spurred by business leaders willing to finance improvements--will implement major education reforms. "Therefore," he concluded, "there is a 'window' of about two years in which to achieve a closer linkage betweeen the two policy areas and to include child care in the national dialogue about education reform."

Kelly observed that it is still difficult to document how closer linkages between schools and child care will improve the quality of services in both domains. After two decades of experimentation with thousands of models, pilot projects, and demonstrations, "general lessons seem not to have been drawn from the particular local projects," he said. Some see this situation as "disastrous and chaotic," he observed, while others resist uniform solutions and champion diversity.

"There is, after all, no one best philosophy of child care, or of education," Kelly told participants. "There is no single federal action that is likely to provide universally available child care in this country. There is no compelling rationale that there should be a single national program. Many new state initiatives can be expected." These programs, he emphasized, must feature arrangements for improved communication between parents, care-providers, teachers and administrators.

To achieve closer collaboration between the two sectors at the local, state and national levels, Kelly said, five major strategies are needed: research, demonstration projects, communication, advocacy, and a network of leaders. Of these strategies, he said, **an increased focus on communication and a network of leaders** is crucial at this point.

Kelly noted that when he recently surveyed the documentation of several nationally known projects, he was surprised that they were not explicitly presented as alternative models for other projects. "Volumes have been released demonstrating that the projects were successful, but little attention has been given either to the substance or the strategy of replication," he said.

In conclusion, Kelly proposed development of a **Network for Child Care and the Schools**: "a few hundred key persons who can exercise real leadership in

developing and implementing new collaborative programs." This "cross-fertilization" between legislators, child care leaders, school officials, city officals, and federal bureaucrats would result in decentralized proposals for reform which could successfully obtain government support, said Kelly.

"A network is a loosely-connected group with a shared basic commitment ot an idea, a value, a mission--but whose members represent the rich diversity of interests and viewpoints that exists out there in the 'real world.' A tolerance for ambiguity and for each others' parochial attitudes, plus a little patience, can lead to enlarged trust and more than a little give and take."

"Natural Allies, Natural Enemies"
Bettye Caldwell, Donaghey Professor of Education
University of Arkansas at Little Rock

"It has not been hard for me to take a position on the issue of child care in the public schools," Caldwell said. "I have taken a position rather courageously at times, I must say, for approximately 20 years."

When Caldwell began to direct the Children's Center at Syracuse University in 1964, "infant day care was a little bit less socially unacceptable than infant education." At the time, Caldwell reminded participants, many creative early childhood programs, including Head Start and the Weikart Project, were in their infancy. These programs, she said, developed in relative isolation from each other and were rarely concerned with child care. Caldwell soon learned, however, that the impact of both early education and child care programs on elementary school children would be difficult to determine:

"Even though one of the objectives of Head Start was to allow you to find information that would help a child move through his or her educational career, that information got locked up so tight, most of it has never done anyone one iota of good."

Caldwell's response to this need for continuity became the Kramer Project, a public-school demonstration program in Little Rock, Arkansas for infants through elementary school-age children which combined child care and education in one facility. The involvement of the University of Arkansas provided for innovative teacher training, Caldwell said. "All of those reports Jim Kelly referred to point to the need to revitalize the way we train

our teachers. One of the reasons it's difficult to help teachers acquire an acceptance of both [the education and child care] domains is that their training is often "either/or." Therefore, you need these models, or demonstration schools, that are both."

"One of the greatest things we did at Kramer," Caldwell explained, "was to require every elementary teacher to spend a certain number of hours a week with an early childhood class and vice versa. Until they did that, the fifth grade teachers used to complain about the little kids: 'they spill water in the halls, then our kids slip down'; then, 'they sleep too much, the teachers aren't working.' Once they began making those exchanges, they never complained. Each had more understanding about what the other did."

The Kramer Project also required that each student teacher spend time with children from each of four "quadrants": infancy, ages 3-5, grades 1-3, and grades 4-6. "We felt that the teachers truly had an opportunity to believe in the concept of development," Caldwell said.

What did the results of the Kramer Project mean to its developers? "The main thing we learned is that it isn't easy, and yet it makes so much sense that you end up wondering why we organize schools in any other way," Caldwell said. She offered several reasons why the school and the education communities are "natural allies":

1) **Scheduling anachronisms**: "We have some absurdities that we have clung to, all of which relate to when school is open and when it is closed. We are no longer an agricultural society, and very few children milk a cow in the morning and again at night. And very few are there picking cotton in the summer." Many of today's children, said Caldwell, need up to 12 hours of care every work day, 12 months a year.
2) **Continuity of effort**: "Gains that are achieved in the early childhood period are quickly dissipated for a variety of reasons," Caldwell said, "unless there is some effort made to sustain those gains and to continue the benefits once children swing across the chasm at kindergarten or first grade."
3) **Demographic changes**: "There are still many empty elementary school rooms in this country. Some of the expenses [for these buildings] go on whether there are children in them or not, and the utilization of these facilities makes a good deal of fiscal sense."

At the same time, Caldwell also noted four reasons why the domains are natural enemies:

1) **Conceptual confusion**: Both the education and child care communities, she said, inadequately perceive the need for both services. "It is literally impossible to provide care and protection for young children without nourishing their needs to learn. Similarly, you cannot help children learn if they are not well cared for," said Caldwell. "Each of those services has to provide certain patterns of help as the child moves along in his own developmental calendar. But they are, clearly, not totally different services.

"It's very interesting," Caldwell noted, "that we have brought so many things from the child care and protection domain into education like school nurses, school health programs, and hot lunches. One thing we haven't been willing to bring in is a little extra time."

2) **Public opinion**: "Jim [Kelly] said he thought there was diminution in the negative attitudes toward child care. That's a very nice description of the way we've improved: people hate us less." On the other hand, Caldwell said, if representatives of education deny any public hostility toward public education in this country, "they are out of date."

The race for "prime sponsorship" of programs for children, inspired by the proposed 1971 Child and Family Services Act, has only aggravated the split between the two domains, said Caldwell. However, in light of the current national public scrutiny of both child care and education programs, "it seems that now is, indeed, a good time to help the domains merge," stated Caldwell.

3) **Unequal perception of status**: School personnel have resisted a merger of domains, Caldwell said, because society "has not as yet fully legitimized not just child care, but early education in general." She added that her "biggest disappointment" as director and principal of the Kramer Project was that she was not approached by other schools for help in implementing similar programs.

4) **Subtle, disguised sexism**: "Many people see quality care, and universally available child care, as merely a service for women, not as something that the total society needs and that the children about whom we are talking desperately need."

"Should we not have had this conference, this domain merging, if not 20 years ago, at least ten years ago?" Caldwell wondered. "It really seems to me

that the debate time is over ... It is never entirely too late to present a service that is relevant to the needs of children and families." While public school leadership in this area may once have been helpful, she said, "what is most needed now is responsivity."

Caldwell showed participants a montage of advertisements placed by private schools in many of the country's leading newspapers. Each ad publicized a minimum 10 1/2-hour child care day. "The private schools are not missing the point," Caldwell said. "[They] have recognized that they will not get those children from the middle class parents unless they provide this vital service."

Today in Little Rock, said Caldwell, almost every elementary school now offers before- and after-school care. "So even though nobody asked at the time, it was obvious that something like a demonstration project does, indeed, serve to plant seeds," she concluded.

"Child care and public education today still represent two turfs on the conceptual map of services to children, to families and communities. However, I'm confident in making a prediction that people who try to map those domains in the future will soon cease to list both names for the territory. At this juncture I'm not willing to predict what the territory will be called, but I am willing to predict that it will be one world."

Demography and Demands
A Presentation by the Population Resource Center

This session, moderated by Marvin Bordelon of the Population Resource Center, featured three separate presentations on the demographics of young children, the American family, and women in the workplace. Presenters were: Gregory Spencer, Demographic Statistician, Population Projections Branch, U.S. Bureau of the Census; Sara McLanahan, Assistant Professor, Department of Sociology, University of Wisconsin-Madison; and Suzanne Bianchi, Researcher, Center for Demographic Studies, U.S. Bureau of the Census.

"The Demographics of Young Children"
Gregory Spencer

With the aid of 12 graphs distributed to conference participants, Spencer asserted that 1) the demand for child care will continue to increase over the next several years simply because there will be more

children, 2) a greater portion of this demand will come from the nonwhite population, and 3) the growth, in sheer numbers, will be largely in the southern and western United States. Also examining various social characteristics of children and mothers that are pertinent to the provision of child care, he reported that 1) the proportion of births to women under 20 has dropped and should for several years continue to be lower than its peak in the mid-1970s, while 2) the proportion of births to women over 30 will continue to rise, and 3) the educational attainment of women in their early 30's has risen dramatically.

Spencer's presentation included the following statistics:

- For the next 25 years, there will be more children under age 9 in any particular year than at any time during the 1970s (middle-series graph).
- The nonwhite population of children, 13% in 1960, will increase from 19% today to 24% in the next 15 years (middle series).
- About 90% of growth in the total number of children between 1980 and 1990 will be in the south and west.
- The proportion of all births to women over age 30, at a low of 15-25% in the mid-1970s, has risen to 20-22% today, and should reach about 30% by 2000.
- In 1960 only two-thirds of white women and one-third of black women in their early 30's were high school graduates. These figures have now jumped to approximately 90% and 80%, respectively.

"Women in the Workplace"
Suzanne Bianchi

The "subtle revolution" in American women's family lives, Bianchi told conference participants, has broad implications for the demand for child care. "Although the vast majority of women continue to marry and have children," she said, "the data challenge the traditional assumption that women and their children are cared for financially by other, first by fathers and then by husbands."

Bianchi supported her conclusions with the following findings:

- In 1950 only one-third of women in their early 20's remained unmarried; by 1980, the figure had risen to one-half.

- o The 1970s were the first decade in American history when more marriages ended each year in divorce than in death of spouse. The proportion of divorced women who have not remarried rose form 3-4% in 1950 to 11% in 1980.
- o The number of births among unmarried white women increased from four per thousand in 1940 to 18 per thousand in 1980. Although the rate for unmarried black women peaked in the 1960s, more black women than white women still have a child out of wedlock.
- o In 1940, 15% of all households were managed by a woman; today, over 25% are.

The traditional "U-shaped pattern" of women's labor force participation reflects their beginning to "drop out" in their middle 20's to have children, and re-enter after their children are in school or have completed schooling. "That U-shape is beginning to disappear," said Bianchi. "Women are entering and staying in, and it's remaining high." In 1950, only 12% of married women who had a child under six were in the labor force. That figure has risen substantially each decade to its present rate of over 50%.

"The Changing American Family"
Sara McLanahan

Child care provision in the future will be challenged by the simultaneous incidence of two family trends, McLanahan observed: an increase in the number of single, older, well educated middle-class women who can better afford child care; and an increase in single or divorced impoverished women with a great need for child care but little money to pay for it.

McLanahan presented a picture of life in today's female-headed families. More than half of today's children will spend some part of their lives in such a family, she said. More likely than not, this family lives below the federal government's poverty line. The family's primary source of income is not welfare, but the woman's employment. However, full employment among these women would not alone currently solve the women's problems, said McLanahan; their collective employment rate reflects a "selection effect" of mothers who can make working pay.

McLanahan illustrated:

- o Thirty-three percent of all white children born within the last

five years will live in a female-headed family before they are eight years old. Twenty-three percent of these children will experience a "marital disruption" in their family before age 8. Ten percent of white children, and 55 percent of black children, were born to a never-married mother.

- o In white families the increase in female-headed families is due primarily to higher divorce rates; in black families it is caused by a decline in marriage.
- o On average, a white child will spend five years in a female-headed family by age 18; a black child will spend nine years.
- o The proportion of poor female-headed families has changed little in the past 20 years; it remained at 51% in 1982-83. In contrast, the incidence of poverty in the aged has decreased from 30% in the late 1960s to 15-16% in 1983. "Female-headed families have been relatively neglected in the past 15 years by policymakers," McLanahan said.
- o A woman's earnings represent 60% of all income available to a white female-headed family, and 55% to a black female-headed family.

There is a growing interest among policymakers in helping female heads of families to become independent, said McLanahan. Subsidized child care would play a part in new policy efforts in two major ways: to allow young mothers to finish school, and to enable older mothers to keep a substantially higher portion of their earnings.

Models of Child Care Provision in the Public Schools
James Levine, President—Media Group, Bank Street College

In his presentation, Levine summarized the models of public schools involvement in day care that existed when he began research for his book, Day Care and the Public Schools in 1976-1977; discussed what was learned from those models; related how they have changed and what was learned from those changes; and made recommendations for future action.

Like Caldwell, Levine recalled that the true polarization of the school and child care communities came as a result of the search for a "prime sponsor" for delivery of child care services. Levine's synopsis of the key issues expressed in organizational position papers at that time is shown in the following graph:

Issues to Affect a Prime Sponsorship Decision

Issue	School Position	Child Care Position
1. Administrative Capacity	1. The schools' organized delivery system would rationalize services by replacing the extant chaotic situation.	1. With this "order," schools would "ruin" child care as they have already ruined education.
2. Flexibility of Delivery	2. Schools would introduce "orderly flexibility" into provision of service.	2. Schools would not adequately address needs for full-year programs, family day care, and natural development (as opposed to academic readiness).
3. Costs	3. Empty classrooms & administrative services are already in place; governmental administration of schools has avoided duplication of services.	3. School facilities are not necessarily good preschool/ child care facilities; school administration itself is not a model of cost effectiveness.
4. Personnel	4. Quality is assured through uniform or standardized certification procedures; again, schools have this mechanism in place.	4. Criteria for certifying public school teachers do not assure the quality needed for preschool/day care.

Absent from this debate, said Levine, was "any citation of specific examples of programs. Most of this debate was occuring in an abstract context...Nobody was traveling around the country to see if and how schools had gotten involved in the delivery of day care services."

The five programs Levine analyzed in Day Care and the Public Schools represented three types of delivery systems: two school-operated (Oakland and Atlanta), one family day care (rural South Carolina), and two partnership arrangements between schools and not-for-profit deliverers (Brookline, MA and Austin, TX). Of these, Levine saw the hybrid models as most promising. Using school-based facilities but not attempting to achieve parity in pay scale with public school teachers, these models "combined what were then the best features that the schools had to offer with the best features of the child care system apart from the schools," he said. "I think the trend is going to be for more and more use of the schools, mainly through partnership models."

Examination of these models, Levine said, revealed that at that time:

1) While not all schools could and wanted to deliver services, many could. There were tradeoffs in each case, but you could operate some interesting programs, meeting the needs of kids and families through the schools."
2) The delivery systems were "financially tenuous"--supported by Title XX funds and parent fees, rather than by tax dollars for the middle class.
3) More schools would in the future take advantage of "targets of opportunity, mainly in kindergarten and first through third grade," to provide school-age care in order to maintain enrollment in those schools.

Next, Levine outlined the "cross-cutting issues" that have changed the operation of the five model programs since his book was released:

1) "The funding and restrictions on federal funding are a determining factor in what's being played out locally. It's very much constraining eligibility."
2) Programs have been forced to remove the highly qualified, credentialled (and highly paid) teachers and replace them with paraprofessionals. "All of the communities I spoke with are finding it harder and harder to attract the incentives for people to come

into the field...whether they're public school-based or not," said Levine.

3) "The school-age child care issue has become much more highly focused in all of these communities and, I think throughout the country."
4) "The pressure that I'm seeing now... is for schools not to serve the needs of working parents, but to grow smarter kids. You know, let's compete with the Japanese, let's prepare the next generation to compete better."

In making recommendations for appropriate next steps in the dialogue, Levine re-emphasized: "I think the focus needs to be on the financial arrangements that are made to serve children and families...what mix will there be between parent fees, local education authority tax dollars, state funds and possibly federal dollars." Levine referrred to "the conflict between two rising segments of the population—the working parent family and the childless taxpayer family," a relatively new but crucial source of competition for funding on the local level.

Levine believed that the field would, in fact, benefit from another demonstration project: a "child care research bank" supported by a coalition of national and community foundations and organized by local government officials. The project would examine economic issues surrounding the delivery of child care services by 1) analyzing policy options for financing, and 2) acting as an investment authority to support new demonstrations.

"There must be some incentive for [child care and school] people at the local level to start talking," Levine concluded. "Ten years ago we had a lot of heat and no light. I think today we have some light but we need a little heat. We need some imagination, some risk, some passion to be brought to this issue."

School-Age Child Care As a Case of Cooperation
Michelle Seligson, Project Director, School-Age Child Care Project
Center for Research on Women, Wellesley College

Even five years ago, school-age child care was relatively undeveloped in the United States, Seligson told the audience. However, because of evidence that the traditional ad hoc arrangements no longer work well, and that children may no longer be safe in their own homes, the nation is more concerned about the magnitude of the problem.

Seligson agreed with Levine that public-school response to the need for such programs is "the most significant development of the past five years." Several states, she told conference participants, have enacted or are considering legislation and incentive grants to support the use of public schools for before- and after-school care. She also cited a National Association of Independent Schools report that half of the country's private schools are offering after-school care.

Less controversial than infant or preschool care, the province of school-age child care has not been claimed by any domain. Figures on the growing numbers of latchkey children are inadequate, said Seligson: "There could be somewhere between two and ten million. We have an enormous need for data on this."

Seligson listed the following reasons for school involvement in school-age child care:

1) School administrators believe, and limited research corroborates, that lack of out-of-school supervision of children may lead to their poor performance in school, greater depression and fear, and increased school vandalism.
2) Lower overhead costs could contribute to a healthier budget for staff, materials, etc.
3) Schools may use after-school care as a strategy to build an attentive, supportive public, said Seligson. When moving to a new neighborhood, today's parents often ask a realtor not only which school is best, but which school has an extended-day program, she said.
4) Some schools faced with a court order to integrate have turned to after-school programs as "a magnet strategy in desegregation."

"Currently we're hearing of more school systems proposing to start and operate services for this age group," Seligson said. New Orleans, Arlington, and Dade County (Florida) are among the number. However, most school-based programs are still partnerships between school and non-school organizations such as a YMCA, a day care center, a social service agendy, or parents. The relatively rare parent groups are considered "a particularly desirable entity" by school personnel.

"It is impossible to tell which of these models is 'better,' " said

Seligson. "It is very much a local matter dependent on a number of variables." Among these, she named parent willingness to pay, profit margin needed, and ability to manage new relationships.

What are the problems connected with school provision of school-age child care?

1) School personnel may feel threatened by the presence of "outsiders" appropriating what they perceive as their space, resources and salaries.
2) Some taxpayers voice opposition to government support of a "family responsibility."
3) Proprietary child care providers are concerned about their own operations; some have (unsuccessfully to date) filed suit against schools.
4) Schools must find a source of funding for children from lower-income families ineligible for government support. A new program must demonstrate its importance early or be susceptible to budget cuts.

Seligson is concerned about the potential substantive shortcuts that school programs could take, and have taken, when faced with reduced resources. "It's simply not sufficient to put one teacher's aide in a classroom with 30 school-age children, pay her $6.75 an hour, and call it a program...Schools must guard against offering custodial care, particularly at a time when a body of knowledge and professional expertise [about school-age child care] is beginning to emerge."

Seligson listed several issues that constituencies concerned with school-age child care will be called upon to address:

1) **Equity**--Are all families entitled to school-age child care programs offered by the schools? If enrollment is limited, who will be served and on what basis? Are children with special needs entitled to after-school services as they are to during school services, and who will pay?
2) **Impact on Other School Programs**: Will school-age child care increase/decrease school enrollment? affect racial balance?
3) **Educational Component**: Will the program be used, in addition, to help children who are not doing well in school? Is a program which emphasizes academic achievement inconsistent with the wishes of some parents?

4) **Financial Impact for Schools:** What will school-age child care actually cost the schools? Will schools be pressured to run profitable programs?

5) **Impact on Existing Market:** Will school involvement unfairly jeopardize other pioneer providers of school-age child care?

Concluded Seligson: "The primary task is to serve children using the combination of resources, skills and knowledge that is [at the community level]. That problems exist in this combination doesn't mean that the task isn't feasible."

Early Childhood Programs in the 1980s
Lawrence Schweinhart, Co-Director, Center for Policies for Young Children, High/Scope Educational Research Foundation

How many children are served in programs of early childhood care and education, and how much money are we spending on those programs? Addressing "the enterprise of early childhood education and child care"--language embraced by conference participants as comprehensive--Larry Schweinhart presented material from a High/Scope report draft to answer this question from three perspectives:

- o an analysis of the U.S. Bureau of the Census 1980 Current Population Survey;
- o a review of federally supported programs; and
- o a review of state-supported programs.

Several conference participants voiced support of the comprehensive language Schweinhart used throughout the conference to refer to the issues under discussion: "early childhood education and child care."

The source of the enrollment data Schweinhart presented is "Preprimary Enrollment 1980," written by Mel Chorvinsky and published by the National Center for Education Statistics in 1982.

Although kindergartens only began in some states in the last decade and several states still do not offer universal public kindergarten, better than half of all three-, four-, and five-year-olds in 1980 were enrolled in public or private "preprimary programs"--programs which focused on their developmental and educational needs. This figure includes 93% of five-year-olds, 46% of four-year-olds, and 27% of three-year-olds.

Through various funding mechanisms, said Schweinhart, "five out of eight

children who are enrolled in pre-primary programs are right now in the public schools. So I'm not sure why we're talking about two camps," he said.

In addition, the enrollment rate for three- and four-year-olds has nearly doubled, from 21% in 1970 to 36% in 1972. This jump cannot be attributed solely to an increase in the number of working mothers; 32% of children whose mothers do not work outside the home are enrolled. "One of the important things we must recognize is that there is substantial early childhood education and child care used by nonworking mothers," said Schweinhart.

"Child Care Arrangements of Working Mothers," two U.S. Bureau of the Census publications, report on children of the nation's two out of five employed mothers. In the absence of full-day programs which provide educational experiences (attended by fewer than one in five children under age five), other options are used. Roughly 70% are in homes (40% with relatives), 15% are enrolled in group care centers, and nearly 10% are cared for by their mothers. "Home care is what child care in this country is all about," Schweinhart said. "And if we want to focus on enterprises by the size of the operation, we might as well focus on working mothers taking care of their own children, as focus on child care centers."

Schweinhart stressed that the incidence of pre-primary enrollment is strongly related to the education and income levels attained by a child's parents. The rate varies 26% between children of elementary school dropouts and college graduates (42% vs. 68%); it rises 18% between children in families with incomes less than $20,000 a year and families whose income is higher (46% vs. 64%).

"The largest funder of programs for three- and four-year-olds in this country is the federal government," said Schweinhart. The government maintains its commitment through four major programs: Head Start, the Social Services Block Grant, the Child Care Food Program, and the Child Care Tax Credit. These programs, combined with others providing compensatory preschool education, preschool education for the handicapped, and work-related child care, serve 63% of the country's three- and four-year-olds. Grant programs alone are targeted to low-income families; 24% of the children benefit.

Schweinhart cited three destinations of state support for early childhood programs: public school kindergartens, Head Start-type and special education programs, and pre-kindergarten programs independent of federal funding. Only

three states--New Hampshire, New Mexico, and Mississippi—do not provide funding for kindergartens, he said; of these, only Mississipi has no public-school kindergarten. On the other hand, compulsory kindergarten attendance is now law in five states and pending in four others.

Public schools in over two-thirds of the states offer some pre-kindergarten programs, Schweinhart said. State funding for these programs, independent of federal funding, is a growing phenomenon: 12 states committed during 1984-85, 14 in 1985-86, and 11 states where legislation for new funding is pending.

"The largest long-term commitment of any state in the nation to child care programs—in fact, there's no contest—is in the state of California," said Schweinhart. With state funding of $260 million, California's level is approached only by New York State's $141 million block grant. No other state spends more than $60 million. Schweinhart also mentioned new efforts in South Carolina, which recently doubled funding for one program; and Texas, which authorized up to $50 million, beginning in 1985, for programs targeted to poor and non-English-speaking children.

In conclusion, Schweinhart appealed for "not uniformity, but unity on the crest of a movement forward... If we have differences, then we have to speak to each other about those differences. But our goal is not programs, our goal is to serve children. And who gets the money is a secondary question."

Clarifying the Issues: A Large-Group KIVA Discussion State University
Moderators: Luvern Cunningham, Novice G. Fawcett Professor of Educational Administration, Ohio State University; Lila Carol, Senior Research Associate, The Mershon Center, Ohio State University

"Kiva," a Pueblo word, denotes the meeting structure and format once commonly used by certain American Indian tribal councils. During the session, conference participants observed the KIVA format by arranging themselves in three concentric rings of seats according to their primary affiliation: child care community (providers, advocates, academics), school community (officials, association, and academics), and policymakers (elected and appointed officials, citizens groups and press). Each group was given time to speak while sitting in the inner circle, and was not interrupted by the other groups.

The KIVA exercise was designed to reveal the scope of participant

backgrounds, to develop a "common cognitive map," and to demonstrate the group's range of perspectives and concerns about the role of the public schools and early childhood care and education.

Cunningham and Carol presented an identical series of three broad questions to each group. The questions were interpreted as follows:

1) What have been, and what should be, the roles and responsibilities of the early childhood care and education provider-domains?
2) What would be some impacts of a closer merging of the domains?
3) How can the public interest in early childhood care and education transcend the two domains, and how can we begin to do so?

The original wording of the questions assumed two major domains: the child care community and the public school community. However, participants widely agreed that the direct providers of these services to children--including businesses, families, churches, and myriad collaborations--now actually represent an uncounted variety of domains which must all collaborate in the discussion.

The three-hour KIVA did, in fact, uncover both areas of agreement between groups, and points of disagreement within groups. Recurring themes in the discussion were summarized the following day by Cunningham and Carol (see p. X).

The following represent individual reactions to the questions, by group:

QUESTION 1: What have been, and what should be, the roles and responsibilities of the early childhood care and education provider-domains?

Child Care Community:

--Recently redefined, the provider's role is "to educate citizens for lifelong learning."

--Providers are responsible to meet child care needs of teenage mothers.

--Providers are responsible for increasing quality parent involvement in the classroom and in administration.

--Several corporation have opted to operate child care programs for their employees only.

--We, as a society, must be responsible for the child's total day. There should be universal opportunities for children above age four, children "at risk," and before- and after-school care.

--School-age child care programs in school could be staffed by the child care community.

--Schools could have simply by becoming an equal partner in seeking greater resources for early childhood care and education.

--Child care is a community concern. Public schools must accept that they have some responsibility to address broad community needs collaborating on "quality affordable, available, and coordinated solutions."

--Group care will serve the needs of many, but not all, families; policy must reflect the belief that family care is still a valid, nurturing experience.

--Schools must work to not label Head Start children. They must build on the developmental gains achieved by poor and minority children in child care programs.

--Child care providers have a responsibility to communicate children's developmental needs to the schools.

--Providers should consider the willingness of "untapped" groups in the community (e.g. senior citizens) to help with child care.

Education Community:

--The role of schools should be three-fold: 1) imperative/education--for minority, economically disadvantaged, limited English-proficient, special education/handicapped, and gifted and talented children; 2) necessary/custodial—for children of working disadvantaged parents; 3)desirable/custodial--for parents with "recreational needs," to socialize their children.

--Remember that the role of schools in America has reflected the consciousness of society for over 150 years. Other issues to which it has responded: civil rights, career preparation, and national defense.

--Given the demographic imperative—the declining numbers of children and the increasing numbers of the elderly—public schools could be important conveners of discussions of fresh approached in the entire arena of human resources.

--Together, the domains must continually ask themselves, "Whose children will be served?" Wtihout this focus, minority children will be adversely affected.

--The child care community should help public school teachers learn about child development.

—The child care community has a responsibility to be active in the larger community by, for example, presenting its concerns to local school boards.

Policymaker Community:

—The priority concern for public schools should be before- and after-school care for children already in schools, as opposed to pre-school care and education.

—The recent veto of the "Extended Day Care Bill" in California illustrates the need for 1) ongoing dialogue between the state governor and the affected community, and 2) cognizance of private-public sector competition for service delivery. The bill would have legislated a) assessment of need, b) a mixture of public/for-profit/non-profit funding, c) priority service for at-risk, disabled, and first- through third-grade children, and d) programs which reflect the social/ethnic composition of their communities.

—Program design must reflect the incidence and effects of a) crime, b) child abuse, c) parent education, and d) police involvement in the early childhood care and education setting.

—Community service programs, part of every school district, are the best vehicle for expanding before- and after-school care. "We like to push responsibility away to the national level."

—While determing the priorities for high-cost care, consider relatively low-cost policy options, for example: a) greater use of high-school students, "one of the most underused and undervalued sources of labor for extended-day care" (senior citizens also); b) creative thinking about alternative program attendance patterns to bring parents closer to children.

—We must carefully consider the system which would develop naturally i.e. without government intervention, for those who have choice. Many people believe that the life of the family should not be legislated. If support for school funding is inadequate, one reason is that we have not realized this.

—Preschool education is imperative for many children. However, it is "not practical" to seek public education dollars as the primary funding source for preschool education. collaboration/advocacy must come from the entire human services community, with financial support from the education community.

—While aiming for universal preschool education and child care, we must make service for disadvantaged and minority populations a priority.

—We must refine and restate our philosophy of compulsory education: when should it begin, and why?

--Corporations could support or collaborate with existing child care mechanisms, rather than establishing their own. Company policies should encourage parent involvement in their children's education: time off for conferences, volunteer work, etc.

--The special needs of fathers must be remembered.

QUESTION 2: What would be some impacts of a closer merging of the domains?

Child Care Community:

--Parents might feel less in charge of their families. The impact "might be salutary if school providers could view parents as a learning vehicle."

--Colleges of education would need to improve curricular linkages between child development and education.

--The issue is not responsibility but funding. The community as a whole, in fact, must take responsibility to invest in appropriate child care for its children.

--School involvement could have a positive effect on the salaries of child care workers through worker organiztion.

--Impact on children: higher scholastic achievement, reduced need for special education, lower high-school drop-out rate, and lower rate of juvenile delinquency.

--The "free-market aspect" of family child care would be adversely affected.

Education Community:

--Schools should provide space for the operation of early childhood care and education programs, playing a "supplementary role": actual operation of programs by schools would cause them to "lose sight of their original problems."

--The impact will be positive only to the extent that schools and other providers are partners. The worst programs lie where schools simply rent space; schools need to be concerned with the continuity of care.

-Impact on schools: an enlarged bureaucracy, a leveling of workers' wages, and more concern with academic development (less with academic skills).

--Schools would, and must, reconceptualize the mission of the public schools (now often considered narrowly academic). Dewey's definition: "to prepare children for life in a democratic society."

--If schools were more involved, child care would more likely be universal.

Policymaker Community:

--Sex and race bias in teacher/student interaction and curriculum must be considered. To what extent does it exist in the public schools, and would it be shifted downwards?

--The existing school system is characterized by pluralism, instability, and divisive social class differences. To what extent would public school involvement have the positive effect of a) maintaining pluralism, b) decreasing social class differences, and c) stabilizing a fragile system?

QUESTION 3: How can the public interest in early childhood care and education transcend the two domains, and how can we begin to do so?

Child Care Community:

--Convinced that their investment would result in a healthier, more sophisticated future work force, corporations and other employers might contribute resources.

--The domains should formally educate each other about their respective needs and abilities. These discussions must be localized.

--The support of parents who feel empowered, rather than disenfranchised, through their involvement could be the one most important ingredient in successful new public-school early childhood care and education programs.

--Target state legislatures, and the press, presenting the supply issue as a whole. Parents may state a need for "better extended-day care opportunities," while legislators seek policies for "more effective schools"; these are not two different ideas/services.

--A partnership of education and child care lobbies, addressing the issues simultaneously, would garnish greater state resources.

--Begin to achieve consensus by promoting awareness/dialogue of all population segments with an issue where many segments are in agreement, e.g. school-age child care.

Education Community:

--The "ready-made community forum structure" which exists in many localities should be used to assess community needs and common evaluation tools before initiating legislative and press involvement.

--Communities should examine, and consider any new efforts a logical extension of, current roles schools play in programs for 3-6 year-old handicapped children, and Head Start.

--Before- and after-school care represent a natural extension of programs for an age group the schools already serve; covering all hours for preschoolers would represent a relatively new function. Therefore, separate these issues and begin with the more natural piece. (Programs serving teenage parents are also "natural.")

--Funding is "a more intractable issue than any we've addressed so far." The two state models are California (localized policy, experimentation) and Texas (centralized, prescriptive policy).

--The existence of "ghettoized," rather, than universal, child care makes that care vulnerable to funding cuts.

--The domains should scrutinize and learn from the common goal-oriented structure of business partnerships. Garnering the support of the business community "may be the key to our success."

--A stable program--one that is not "out with the next school board"--willl depend on the domains' ability to thoroughly educate the community and the legislature about the nature and needs of a proposed partnership. More effective than "pressure sensitive-developed care," this education will lead to "an effective amount of"(i.e. less) structure and legislative funding.

--The public desires a safe, comfortable environment "providing academic exposure" for its children. The schools hve expertise and experience at both.

--Everyone involved in the discussion needs more formal contact with the full range of early childhood care and education provider-types: corporate, home sector, private for-profit, etc. The need is great enough for all pioneers to stay in business, and parents need a choice.

--Consider focus on "early childhood family education": focus on parents' skills and childrens' needs together, from a child's birth onward.

--One reason to affirm several delivery models: School systems in many areas already feel overly burdened by their responsibilities. Here, schools should perform a convening or partnership function, but not assume primary responsibility for early childhood care and education.

--Local school administrators often do not understand the philosophy of early childhood programs. Therefore, programs in schools must start slowly and reflect the experience of model programs.

--There is a particular need for an exploration of partnership concepts in rural environments.

--We must develop policies and programs that will neutralizedthe advantage of powerful constituencies.

--We must remember the "investment notion" of early childhood care and education; it is "not just a consumption or do-good-ism."

Policymaker Community:

--The United States is one of few countries which does not have a federal policy in support of child care (including maternity services). If the role of education has been to meet national needs, child care should now be defined as a national need.

--The institution of federal policies in this area would reflect a change in our society's perception of the traditional roles of women.

--The major issue is continuity of a positive educational experience from pre-school to grade-school activities. We need new community institutions to bridge the home to the school through child care, cognitive development, and family support. Neither traditional child care nor preschool education is the answer.

--Any model must focus on the experiences and needs of minorities; one percent of our school districts serve fifty percent of the country's "black and urban minorities" (McMurray).

--This is not an "either/or discussion" of academic vs. development" needs--although differing sources of financing and training may make it seem so. We need to discuss, instead, "a conceptual framework for how to deal with children." Specific policy recommendations:

a) Shorten the work week to 30 hours for parents to spend time with their children. "Society is for the benefit of people, not corporations."

b) Establish a taxable allowance for children without regard to means.

c) Analyze priorities for ensuring our nation's future security: Are dollars best spent on defense or on education?

--Child care issues <u>are</u> being disucssed by national policymakers. The House Select Committee on Children, Youth and Families has issued a report, "Family and Child Care: Improving the Options," signed by all committee members. The report calls for policies at every level designed to maintain diversity of the system.

--Broad-based (public and private) community coalitions are essential for reaching prior agreement before trying to affect legislation. Many citizens groups seek involvement as conveners/catalysts.

--Within a diverse system, "a formalized common professional ethos or set of values would cost little."

--There should be mechanisms for "cross-domain involvement" of educators, for example: All developmental psychology faculty must publish in education journals before receiving a promotion.

--We assume that child care has enabled mothers to work. This is not necessarily true, and "children from low-income families should not have to pay the price." Idea: More schools could provide space to Head Start programs which employ mothers.

--Without funding for universal care, we should focus on at-risk children, part-day programs, and before- and after-school programs.

--While interested in one issue, the country has a "mean spirit" of "cannibalizing" on others. We must look at children holistically with enabling legislation which builds on the strengths of other groups or issues.

--Organized recreation programs for children play a vital role in children's development and should be retained. They provide opportunities for after-school care, high school-student employment, teamwork and skill development.

--Despite the bleak current federal funding picture and pessimism about the current administration, "key education bills have passed (e.g. the Bilingual Education Act, the Women's Educational Equity Act); and "opportunities for federal legislation in this area do exits." However, "if deep divisions continue to be apparent at the national level, [congress] will not more forward in any area that involves child care and the schools."

--The extra costs of these proposals may be less than we suppose. At the federal level, we must work to improve our data base. Corporation, especially, will not act without this information.

--Federal legislators need to hear more of the early childhood care and education community's concerns. The Senate "Children's Caucus" was formed to educate legislators on these issues.

"You professionals would be amazed at how many legislators still are not aware of the issues, the repercussions, what's happening to children who don't have care ... Help us to move along with you to where you've been for the last 10-20 years."

"Schools and Child Care: Politics and policy Issues We Must Address"
Barbara Bowman, Acting Dean, Erikson Institute

Before proposing a common agenda of issues for the early childhood and public school domains to consider, Bowman stated several concerns related to the previous day's conference dialogue:

1) Many conference participants, she said, seemed "not to have much information about many programs that are part of the early childhood community ... It is incumbent upon public school people, legislators, and others who care about child care to find out more about the range of programs in the early childhood community, and the issues that affect them."
2) The early childhood community is also a very fragmented community --including not just day care and Head Start, but churches, universities, parent co-ops, special education, Montessori, home care, etc. "It's important that we recognize that these interest groups do exist and they all have their own agenda and those agendas must be accommodated."
3) Participants need to remember "what we're really arguing about": not the need for services, but the resources to provide them.
4) For many, the public school represents "the great equalizer"; however, many minorities feel betrayed by the schools' education of their older children. "I think the public schools can indeed work harder to breach the trust problem with minority communities," Bowman said. She added that the provision of jobs to a community, especially to minorities, is an important consideration in a discussion of child care and eduation service delivery.
5) "There is a strong movement in this country to turn over considerably more of the human services to the for-profit sector ... I would encourage all of us to begin to think more about the role of the for-profit sector in human services."

Bowman then offered a common agenda for early childhood and public school groups:

1) **Agreement on components of a quality program:** "Until this is settled, it's counterproductive to encourage more quantity." Bowman called for broad support for the NAEYC's new accreditation project, "an

effort to develop criteria for quality programs in multiple delivery systems."

2) **Agreement on the necessity of a diverse system:** "There are too many delivery systems with long-term commitments to particular clients to expect consensus on a single system." Each community, then, must bring together its interest groups to look for ways in which resources can complement, rather than compete, with each other. "The point is to have as few opponents as possible in whatever plan we present."

3) **Agreement on the need for more public funding"** "It's been my experience that whenever you throw money at a problem, it does indeed help solve the problem ... I think that we need to take a long-term look at how we are going to build the constituency to get more public monies for child care services. A sophisticated and well orchestrated public education campaign shuld be developed." This effort whould include physicians, clergypersons, businesspersons and foundations.

4) **Agreement to try new child care and education strategies:**

- o In a relationship such has been developed between the public schools and hospitals, public schools could provide early childhood consultants/coordinators to work in child care centers.
- o Teacher-training institutions could cooperate more effectively to staff early childhood programs.
- o Public schools could establish "support groups" of parents and child care providers to help prepare their children for schools.
- o Public schools could use cable television to show parents and home care providers "appropriate academic skills and activities."
- o Public schools could teach from 9:00 to 5:00, eleven months a year.

"Building a Policy Network Around Schools and Child Care"
Michael Kirst, Professor Education, Stanford University

Kirst outlined his presentation as follows: 1) the policy environment that surrounds the type of coalition or network under discussion; 2) ideas on how to build such a coalition, based on successful efforts in other policy areas; 3) specific strategies.

Kirst first noted **six promising developments in the policymaking environment:**

- o the growing demand for child care and education.
- o the nationwide education reform movement. Kirst listed five phases of a reform: the unnoticed buildup of problem, the alarmed discovery, the flurry of initial activity, the realization of the difficulty of solving an intractable problem, and the fading from the newspapers. "Several states are just beginning to act. We're still in the phases of a flurry activity, so it's not too late, but it's getting very late. The education crisis is a couple of years old."
- o the policymaking cycle between the high school and early years. "People are wearing out on the high schools, and I see the glimmers of it coming around to the preschool again."
- o the "curiosity and uneasiness" of the right people. Governors, legislators and business executives, prompted perhaps by discussion of child abuse and other issues, are leading the reform.
- o the current high state surpluses.
- o the middle-class need for before- and after-school care. A stronger merger of the early education movement [of the disadvantaged] with the before- and after-school movement [of the middle class] "would have the potential of a political winner. Generally in politics, the middle-class issues are the engine and coal car of the train."

Four-not-so-promising developments:

- o the movement's reliance on procuring federal funding increases.
- o the excellence movement's emphasis on highly structured academic programs to achieve goals. "Open child development theories" bow to "test-driven, specific education intervention."
- o the mutual ignorance of the education and child care groups of each other's situation and needs. In most state legislatures, the issue must be discussed in two committees.
- o the recent increases in funding for the public schools. "Now they might be less willing to enter into various types of arrangements that might involve work on their part."

Five keys to building a policy issues network which attracts state attention:

- o a strong emotive symbol that rallies the media. "If everyone had a child abuse scandal like Minnesota, we'd probably be much further along in attracting media attention. Obviously, child development is good symbolically; child care supply is not as good."
- o a mechanism for central guidance and promotion.
- o a conceptual agreement on the desired outcome. "It may be that the school is an underdeveloped area for [service delivery] and we need to enlarge their role, not make it a preeminent or dominant role."
- o a legislative focus. "A few demonstration programs aren't really going to be what gets states together."
- o a good information flow. This includes position papers, newletters, organizational lobbies, and "information brokers."

Kirst concluded with **four specific strategies for building an education/child care policy network:**

- o Focus energy on states that might be ready for an all-out effort.
- o To involve schools, ask them to devise a plan.
- o Demonstrate how funding and fee structures might benefit all groups.
- o Create or find an organization to centrally guide and promote the effort; retain a committed core group of reformers.

"Where We've Come"
Helen Blank, Director of Child Care, Children's Defense Fund

"Child care has come of age at a fascinating moment because we don't, at least at the federal level, have the money to meet the need," Blank told the audience. As the over-80 age group continues to grow faster than any other, its dependent care needs will consume an increasingly greater portion of the nation's attention and resources, she said. For that reason, "the most important thing to remember is that everyone in this room shares a common constituency. We need everyone working for children to work together."

Blank referred to the "lost opportunity" in 1972 for conference participants to support creation of a stable federal funding plan for child care. "Unlike other programs like nutrition and health care, we don't have a stream of money. We have an open-ended tax credit which is unsatisfactory, and we have a social services block grant with a cap on it."

Yet, stressed Blank, the child care community has developed "a diverse system that does meet many families' needs." Undergirding that system, she said, are elements of good child care: continuity of care, affection from stable caregivers, trained caregivers, parental involvement, and knowledge of an appropriate mix of activities.

Blank reviewed the following developments in the provision of child care in the last 10 years:

1) Resource and referral programs--These serve not only to help families find child care, but to provide training and technical assistance to local community child care systems, and to establish and support registered family day care opportunities;
2) Growth of school-age child care and partnerships between schools and child care groups;
3) Partnerships between Head Start and education/teachers' associations;
4) Employer interest in child care--Eighteen hundred employers now provide assistance in the form of an on-site center, a resource and referral program, a voucher or salary reduction plan;
5) The NAEYC's development of an accreditation program; and
6) The growth of the Child Development Association (CDA's) credentialing system.

Blank voiced concern that child care is developing a "two-tiered system" in which children from middle-income families are the primary beneficiaries. "We know that high quality child care makes a difference in the future of [children from poor families]. Head Start has shown us that. We've also seen that child care can play an enormously important role in providing opportunities for parents."

In every state, child care programs are being forced to make the "absurd tradeoff" between stringent eligibility requirements for children and poverty-level wages for staff, said Blank. "Eighty-seven percent of family day care providers earn minimum wages. Everywhere I go, people in child care say [the turnover rate] has gotten so bad that they can't attract a staff... We have 15 states paying the same wages to child care providers that they were in 1981," she said.

At the same time, Blank is not optimistic about efforts to improve the tax credit for families who need child care. President Reagan's proposal for

expanding the lower-income tax credit, while placing a $60,000 cap on income eligibility "may sound reasonable as a policy issue, but few politicians are eager to get up on the floor and have on the record that they took the dependent care tax credit away from a group of families." Meanwhile, 27 states now serve fewer children than they did in 1981.

Blank also identified several conclusions discussed by the two domains during the conference:

1) Schools can and should play a very important role in school-age care and child care for adolescent mothers.
2) Early education programs (such as High/Scope's) for four year-olds "can make a difference." If states continue to expand their role in early childhood education, Blank said, their efforts should be linked with child care "because otherwise we have yet a younger group of latchkey children."
3) There is a need for improved continuity between preschool programs and public school programs; this can be achieved by increased dialogue between the two.

Blank urged an aggressive campaign for passage of "not a massive federal child care bill, but a series of bills" in the next two years. "At the state level we have to set out a platform of what we need, and it's very helpful to do it through a federal bill," she said. "Because of the keen interest in child care we have to work together to continue to push at the federal level. There may be even more targets of opportunity at the state level."

"There is no way that we can gather billions of dollars to meet the varied child care needs of our children if we don't form a coalition and work together," said Blank.

Where We've Come
Albert Shanker, President, American Federation of Teachers

"A little over a decade ago we did lose a major opportunity because the various groups in the field were unable to agree," Al Shanker said. "But it seems to me that the emphasis on education and school reform over the last year gives a real opportunity to accomplish some of the objectives which we wanted to accomplish some time ago."

Although recent school reform has concentrated on the high-school level, Shanker believes that educators, parents and citizens will pay increasing

attention to the greater potential for success of an "up-front investment" in early childhood education. "The experience that educators have had in trying to bring about major improvements in students who have fallen far behind has not been particularly good," he said. "The problems which brought about these reports, the interest of the business community, the involvement of a substantial number of governors and legislators is not going to go away. I think all of that will result in more attention and resources pointed toward early childhood education."

As more states and cities move into the child care field, Shanker predicted, their justification will be "not necessarily the humane rationale--the needs of child and parents--but also the rationale of improving education."

Contrary to popular belief, said Shanker, there exists no aggressive public-school bureaucracy that is seeking to enlarge its territory. "When I started writing on this and did urge that public schools become presumed prime sponsors ... it took me quite a bit of time just to gain some modest degree of acceptance [in the school community itself]," he said. "Teachers in 'District X' wondered about their salary increase for next year."

Shanker suggested three important areas for dialogue between the education and child care communities:

- **Sponsorship:** "My view was then--and continues to be today--that if we're going to succeed, we have to attach ourselves to an institution which has a delivery system, which has some sort of base and which is not just there when there's extra federal money." In the last 20 years, Shanker said, public elementary and secondary education have not suffered the vicissitudes of child care programs because of the schools' network of districts, superintendents, and school boards, as well as its tax base.

  "I believe that if we had a child care program attached to that system, it would have the kind of protection which the overall system has," he said.

  While acknowledging the validity of many of child care proponents' criticisms of public schools, Shanker doubts that critics will be able to create a different system that does things differently: "I do not believe that we will end up with two separate systems in this country.

It's hard to ask the public to create a new expensive, massive institution to provide services for children ... without people thinking [it] will ultimately become something like the one that is already there."

- o **Program availability:** "If the program is means-tested, it will be targeted to those who need it, and it will be chaper ... but the constituency will not perhaps be politically powerful enough to protect the program during lean periods."
- o **Standards for teachers/caregivers:** If the predictions for a future general labor shortage are borne out, and if future new teachers are "at the very bottom" of all college graduates, how will the country ensure an adequate number of qualified full-time people to staff both existing school programs and proposed child care programs? "Unless we are able to answer that, we are unlikely to get the kind of support that we need," concluded Shanker.

Models: Cooperative Programs in Action

On the final morning of the conference, participants learned more about one of three early childhood care and education partnerhsip arrangements in separate small-group discussions. Programs and their representatives were: Rosemary Mazzatenta, Acting Director, Child Care Programs, School District of Philadelphia; Tinka Streibert, Santa Monica-Malibu United School District Children's Center and Extended Day Care Center; and Donald Pierson, Professor of Education, University of Lowell.

During the hour-long session, the three representatives reported on their programs' institutional arrangements, structure, financing, curricula, staff/credentialling, and community involvement. A set of the informational and promotional materials distributed by representatives about their programs is available from Spring Hill Center.

Building an Agenda: Goals for the Future

Reflecting on the proceedings, Cunningham and Carol, together with conference participants, prepared a summary of conference themes—"cumulative estimates of observations, and things that ought to happen":

Emerging Themes:

1) The "great debate" is over. Public schools do have a role in, and a responsibility for, early childhood care and education.
2) The nature of this role cannot be decided on a national level, but must be determined locally according to the resources available in each community.
3) In many circumstances, it is in the best interest of children for two or more organizations which serve them to form a partnership, or cooperative arrangement, to provide services.
4) The early childhood care and education landscape represents multiple "domains," not simply two. The potential contributions of all delivery system components—churches, families, private for-profit groups, etc.—must be considered in the discussion.
5) The current momentum of school reform encourages the linking of any early childhood care and education proposals to this dynamic.
6) The politics of racism and classism still exist in America. Therefore, there is particular concern for a range of target populations—including children of teenage parents, minority children, and children otherwise "at risk" or economically disadvantaged—which must affect the programmatic response.
7) Data bases in this area are inadequate for planning and for seeking funds. Information must be disaggregated to reflect needs of target populations.
8) The provision of extended-day services for school-age children is a goodstarting point for building partnerships and further involvement by the public schools.
9) The financing of high-cost services is the most uncontrollable problem facing the nation in regard to early childhood care and education—more difficult, in fact, than the issue of responsibility.
10) The state level is the best potential source of additional monies—although the early childhood care and education community could be more optimistic about, and increase efforts to claim, new federal funding.
11) Broad local and national coalitions advocating previously resolved needs and program substance for young children could greatly enhance the likelihood of significant new public and private funding.

12a) Given demographic shifts leading to relatively higher percentages of senior citizens (and greater policy attention to the elderly), providers of early childhood care and education should promote the value of "educating citizens for lifelong learning," and should develop better ongoing mechanisms to foster all-community awareness and dialogue on young children's needs and activities. Public schools, in particular, may wish to further present themselves as a resource for the entire community.

12b) Providers should consider opportunities to realize the potential of relatively low-cost resources, such as retired persons and high-school students. These groups could derive equal benefit with the children themselves.

13) A system should emphasize continuity of wholistic programming (education and child care) from pre-school to school years and from school day to extended day.

14) Into any program design or delivery system,
   a) parents must play a central active role.
   b) health care must be incorporated.
   c) the special concerns of a child's environment (i.e. urban/rural) must be reflected.

Next Steps:

Following this review, the group brainstormed the substance and process of feasible action proposals "to receive serious consideration on the state and national levels." (See also the contribution of Terry Peterson, Education Aide, Office of the Governor of South Carolina, outlined during the conference--Appendix.)

State Level:

1) Form a block grant of all income streams for early childhood care and education--a steady stream of available income to distribute ot communities. Articulate general principles of program practice to underlie distribution of funds. [Some participants were concerned, however, that the block grant is "the easiest way to accelerate budget cuts for children at risk"--a target population. The institution of sliding fee scales, they said, may serve these children more effectively.]

2) Actively support further programs for "care and feeding" of legislators, based primarily on existing framework of the High/Scope foundation and other programs. Develop a mechanism for communicating an empirical data base for each state, which validates the importance of "up front" investment in children to avoid a later corresponding investment in the penal system.
3) Identify people and organizations which are making related decisions, and enhance communication between those centers.
4) Recommend a plan to improve coordination of program design within communities, to ensure continuity of effort between preschool, kindergarten, and elementary education programs.
5) Endorse the concept of a state interagency panel on early childhood care and education (example: South Carolina) to develop a data base, etc.
6) Establish a state commission, or a broad-based coalition exceeding the boundaries of the professional early childhood care and education community, to agree upon goals for necessary state-level legislation; and approach the legislature with a package. The group would determine, in part:
   a) priority populations in the state
   b) possible roles various domains could play with these populations
   c) the level of abstraction most appropriate for legislation.
7) Secure the early involvement—i.e. before the coalition is incorporated--of the state governor, a mayor, legislator, or business leader who has sufficient influence among policymakers to convene such a coalition and effect change. This should be a person who likes to take risks with a broad base of support.
8) Secure the involvement of a highly visible focal point for the concentration of public attention on statewide efforts (e.g. the governor's wife).

National Level:

1) Draft a platform proposing goals for early childhood care and education systems and (therefore) legislative action. This would be not a mandate, but a stimulus for states.

2a) Join and support the efforts of existing national groups (Children's Defense Fund, National Association for the Education of Young Children, National Black Child Development Institute, etc.)

2b) Communicate with, and make recommendations to, senators and representatives. Such input will effect change more readily than will the testimony of legislators before a committee.

3) Establish a coordinating mechanism for "central promotion and guidance," linking national and state efforts. This could become a resource base for travel and research and/or a newsletter; it could be responsible for choosing and assisting prime targets for state legislative action.

4) Consider a public schools incentive grant as a portion of Chapter I of the Education Consolidation and Improvement Act. This would involve reallocation of existing funds.

Several participants reacted to this with concerns about the strategy of connecting reforms in early childhood care and education to general education reform.

Conference Conclusions (synopsis)
James Kelly

I draw ten conlusions from the deliberations of this meeting:

1. The child care system has grown tremendously in the last 15 years and has excellent program models, but still serves only a fraction of the needs.
2. Schools <u>are</u> part of the child care system—not a big part, but definitely a part. American schools, after all, serve 40 million children already. With regard to children three and four years old, the participation of schools is much smaller and pertains more to extended-day care than to preschool care.
3. Child care is not just a pre-school concern, and better education is an issue for pre-school children as well as children in school.
4. It is important to encourage bottom-up program development. Quality in exemplary programs—places where an educational or child care service is being provided through an established relationship with a school--is evident. This is not to say that all child care has, or should have, a relationship with the schools. And it is not to say that all of what happens in schools must be approved by the child care community. It <u>is</u>

to say that there are already existing models, and we have tried here to increase their visibility. Concentrating on them gives us a base of reality that is worth remembering.

"Bottom up" also means that the United States is not France. In this field, our country does not seek the one best philosophy or the one best style. To say that all schools must operate like Head Start is nonsense; to say that all Head Start should operate like second grade is nonsense. This is a country with enormous diversity built into its federal system. The nonprofit provision of services for children and families has been imbedded for centuries in the way we do business, and we must recognize that and encourage a lot of bottom-up activity.

5. Therefore, we must build on the existing strengths of the system. We should not start by trying to specify the ideal; we should start by trying to identify what it is that the current actors do well that could be expanded.

6. Notwithstanding what I've just said, we need to have clearly described policy proposals before us. That is, we do not yet have a set of conceptualized programs--local, state or federal--that would indicate how we should work out this collaboration between child care and the schools. Developing those is a useful piece of work which can't be done in a centralized way. Having a program or set of programs before us to chew on--not to adopt, but just to chew on--is essential.

7. Although the general public does not yet see a major national need for reform in this field, national needs must be articulated to stimulate and structure state efforts. New federal support, while unlikely in the short run, should be sought.

8. States are already beginning to fund new preschool programs, and are the most likely source of new public money in the next few years. If you commit to promoting such programs in your state, you then must decide what it is you're willing to do to get it.

9. Fees are part of the child care business. One of the things that schools need to learn about is a market relationship to parents and clients that is very new and very different.

10. I believe strongly in what I said the other night in my prepared text:

I propose therefore, that we create a "network for child care in the schools." A network is a loosely connected group with a shared basic commitment to an idea, a mission—but whose members represent the rich diversity of interests and viewpoints that exist out there in the "real world." A tolerance for ambiguity and for each others' parochial attitudes, plus a little patience, can lead to enlarged trust and more than a little give-and-take. We have much to learn from each other and much to accomplish together.

I believe that now more strongly than I did the other evening.

This leads me to my final point: What are reasonable expectations that we should have for this conversation? We should not expect soon to identify a coherent statement of what child care policy in the United States of America should be. I think that there are far too many differences, and far too strong a need to ventilate boundaries and promote some communication.

We need to find ways to get to the program substance. That isn't to say that many good ideas about program substance haven't been articulated, but I don't think that it realistic to say that we should have achieved consensus about program paradise. The opportunity to talk to each other, to learn how to listen in order to build a little trust and find <u>some</u> areas of agreement, is a useful and constructive expectation.

I, for one, hope that this conversation does continue—and not only in one way or in one place. It will continue better as some of the real interests show <u>bona fide</u> evidence of willingness to listen as well as to talk. I think that the most powerful outcome of this sort of conference comes if the 100 articulate participants, each of whom is a leader in some arena or set of territories, talks in his or her own way about the range of what is possible. Then we will be in a better position six months, nine months, or one year from now to talk about action. Today, the primary audience for this discussion should be <u>us</u>.

I remember 13 years ago when we [at the Ford Foundation] first called together a group of people who eventually became known as the "school finance reform network." Early in that network I said that it would never be called a "movement." I remember many times during the years that we met, there were demandse that we had to agree. On what? The genius, if I may say so, of that group was that not only did we <u>not</u> achieve agreement, but we worked together cooperatively while we respected the differences within the network. And we kept the energy going by permitting people to express their viewpoints.

So it would have been an undesirable outcome, reflecting a lack of realistic diversity in this audience, had we been able to say what "the best" policy is. That isn't to say that we don't have to get to the point where concrete policy resolutions are worked out in various contexts at different times. I hope that conversation begins in three or four states where there are people interested in having the conversation in a politically realistic way. It doesn't have to wait for the slower professional networking to go on.

I would like to say a final thank you to the Carnegie Corporation, not only for making this conference possible, but for their many years of concerned participation and leadership in the field of education and child care, from which we have all benefitted.

Child Care and the Role of the Public Schools
Spring Hill Center
December 10-12, 1984

DECEMBER 10

5:00-6:00 p.m. Registration

6:00 p.m. Dinner

7:30-9:00 p.m. **To Build a Dialogue: The Conference Purpose**
Moderator: Earl Craig, Chairman of the Board of Directors, Spring Hill Center

- Bettye Caldwell, Donaghey Professor of Education, University of Arkansas at Little Rock

- James A. Kelly, President, Spring Hill Center

DECEMBER 11

7:30 a.m. Breakfast

8:30-10:00 a.m. **Demography and Demands**
Presented by the Population Resource Center
Moderator: Marvin Bordelon, Washington Representative, Population Resource Center

"The Changing American Family"
- Sara Mc Lanahan, Assistant Professor, Department of Sociology, University of Wisconsin-Madison

"The Demographics of Young Children"
- Gregory Spencer, Demographic Statistician, Population Projections Branch, U.S. Bureau of the Census

"Women in the Work Place"
- Suzanne Bianchi, Researcher, Center for Demographic Studies, U.S. Bureau of the Census

10:00-10:15 a.m. Break

10:15-12:00 **Child Care and the Schools: Where, What and How**
Moderator: Helen Blank, Director of Child Care, Children's Defense Fund

"Models of Child Care Provision in the Public Schools"
- James Levine, President--Media Group, Bank Street College

"School-Age Child Care as a Case of Cooperation"
- Michelle Seligson, Project Director, School-Age Child Care Project, Center for Research on Women

"Preschool Programs in the 50 States"
- Lawrence Schweinhart, Co-Director, Center for Policies for Young Children, High/Scope Educational Research Foundation

12:00-1:00 p.m. Lunch

1:00-4:00 p.m. **Clarifying the Issues: A Large-Group KIVA Discussion**
Facilitators: Luvern Cunningham, Novice G. Fawcett
Professor of Educational Administration,
Ohio State University
Lila Carol, Senior Research Associate,
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Group A: **School Community**
Officials, Academics, Associations
Group B: **Child Care Community**
Advocates, Providers, Academics
Group C: **Policymakers and Interested Citizens**
Elected and Appointed Officials, Citizens Groups, Press

4:00-4:15 p.m. Break

4:15-5:30 p.m. **Issues for Consideration: Politics and Policies**
Moderator: Terry Peterson, Education Aide, Office of Governor Riley of South Carolina

"Schools and Child Care: Issues We Must Address"
- Barbara Bowman, Acting Dean, Erikson Institute

"Building a Policy Network Around Schools and Child Care"
- Michael Kirst, Professor of Education, Stanford University

5:30-6:30 p.m. Cocktails

6:30-7:30 p.m. Dinner

7:30 p.m. **Fireside Chat: "Where We've Come"**
Moderator: Earl Craig, Chairman of the Board of Directors, Spring Hill Center

- Marion Wright Edelman, President, Children's Defense Fund

- Albert Shanker, President, American Federation of Teachers

DECEMBER 12

7:30-8:30 a.m. Breakfast

8:30-9:45 a.m. **Models: Cooperative Programs in Action**

Group #1: "Child Care Programs in the Philadelphia Public Schools"
Moderator: Susan Fuhrman, Eagleton Institute of Politics, Rutgers University

- Rosemary Mazzatenta, Acting Director, Child Care Programs, School District of Philadelphia

Group #2: "Child Care Programs in the California Children's Center"
Moderator: Jerry Stein, Spring Hill Center

- Tinka Streibert, Santa Monica-Malibu United School District Children's Center and Extended Day Care Center

Group #3: "Child Care Programs in Brookline, Massachusetts"
Moderator: Helen Blank, Children's Defense Fund

- Donald Pierson, Professor of Education, University of Lowell

9:45-10:00 a.m. Break

10:00-11:45 a.m. **Building an Agenda: Goals for the Future**
Moderator: James A. Kelly, President, Spring Hill Center

- Discussion Leaders: Luvern Cunningham and Lila Carol, Ohio State University

11:45 a.m. Closing Statement and Adjournment

12:00 p.m. Lunch

Child Care and the Role of the Public Schools
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Earlier Schooling Is Pressed

By EDWARD B. FISKE

Educators and political leaders across the country are showing a growing interest in the instruction of 3- to 5-year-olds in light of mounting evidence that it results in better-adjusted children and reduced public spending over the long run.

New York State increased aid for prekindergarten programs this year from $9 million to $14 million, and half-day kindergarten classes in New York City were lengthened to a full day. Five states recently enacted laws making kindergarten attendance compulsory, and the legislatures of a dozen others, including Connecticut, are considering similar measures.

Gordon M. Ambach, the Commissioner of Education in New York, and Gerald Tirozzi, his counterpart in Connecticut, recently endorsed the idea of starting formal schooling at the age of 4 rather than 6, the current practice.

The emerging focus on early childhood education is a product of several forces, including the current wave of education legislation in virtually every state. "Most of the focus thus far has been on high schools," said Michael Kirst, a professor of education at Stanford University. "There's a growing realization that you really have to start much earlier."

In addition, with more women entering the work force, the number of children already in preschool programs is growing. This, in turn, has led to subtle shifts in public attitudes, with day care

Continued on Page B15, Column 1

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Preschool Enrollment

nrollment in learning programs, as a percentage of all children in each ge group. Family income figures from 1980.

	3 and 4 years old	5 years old	Total
1970	20.5%	69.3%	37.5%
1972	24.4	76.1	41.6
1974	28.8	78.6	45.2
1976	31.3	81.4	49.2
1978	34.2	82.1	50.3
1980	36.7	84.7	52.5
1982	38.4	83.4	52.1

	3 years old	4 years old	5 years old	Total
Under $10,000	19.2%	38.5%	81.1%	45.4%
$10,000-19,999	20.9	36.6	84.2	46.8
$20,000 and over	40.7	62.8	88.0	64.2

n additional 8.5 percent of 5-year-olds were enrolled above kindergarten level.

Source: National Center for Education Statistics

.S. Education Experts Press Early School Start

Continued From Page A1

early childhood education no as closely identified as they once with the poor.

deed, proponents of early child- programs are now beginning to their popularity among middle s parents as an argument for some of universal system of child care.

t's a question of equity," said id A. Hamburg, president of the negie Corporation of New York, ch has been a principal supporter of arch in the field. "Middle-class nts are already giving their chil- these benefits. It is in the interests ociety to find some way of making n universal."

he movement has also benefited growing evidence that "early in- vention" programs not only have nificant long-term effects, espe- ly among disadvantaged students, also more than pay for themselves conomic terms.

he most definitive research has e from the Perry Pre-School ject in Ypsilanti, Mich., which in early 1960's began offering one to years of education to 3-year-olds m impoverished backgrounds who below-average I.Q.'s of 60 to 90.

Fewer Arrests and Pregnancies

Researchers from the High/Scope ucational Research Foundation an tracking a group of 123 children are now 19 years old. In a recent dy, "Changed Lives," they reported t children in the preschool program duated from high school and went to jobs or further education at rly twice the rate of children in a rol group who did not take part. They also found fewer arrests, detentions and teen-age pregnancies among graduates of the preschool program, which is still operating.

On the basis of analyses of school, police and welfare records, the researchers found that while the program cost $4,818 per child in 1981 dollars, Ypsilanti saved an estimated $3,100 per child because students in the program required less remedial teaching and other social services.

The study said that even though the children were in the program only a year or so, they emerged with a sense of confidence and control of their environment that led to higher expectations and better performance once they had reached elementary school. "This better performance is visible to everyone: the child, the teacher, the parents and other children," the report said.

Similar results have been reported elsewhere. A study of four Colorado school districts, for example, found that the costs of preschool programs were recouped within one year through reduced need for special education.

Enrollment Has Grown

A 30-member committee appointed by Mr. Tirozzi in Connecticut recommended last week that early childhood programs be mandatory for handicapped children and those judged likely to be "at risk" with respect to future learning problems.

"Research indicates that high quality early childhood intervention programs are an effective means of altering the lives of economically disadvantaged children," the committee said. "Such programs diminish the risks of retardation and improve participation in the general society."

Enrollment in preschool programs has been growing consistently in the United States for more than a decade. According to the National Center for Education Statistics, the number of 3- and 4-year-olds in formal programs nearly doubled from 1970 to 1982, from 21 to 38 percent. Enrollment of 5-year-olds in preschool program went from 69 to 83 percent in the same period.

The center also found that enrollment patterns were closely related to socio-economic status, with participation rising with higher income. Among 3-year-olds, for instance, the enrollment rate in 1980 was 19 percent for families with incomes below $10,000, 21 percent for those in the $10,000-to-20,000 bracket and 41 percent for those above $20,000.

The major source of funds for programs for 3- and 4-year-olds is the Federal Government, which provides assistance in the form of direct aid to families, assistance to state or local governments or tax credits. An estimated 4.4 million such children, or 69 percent of the total, receive some form of Federal assistance. The best-known program is Head Start, which has a budget of nearly $1 billion and serves 362,000 prekindergarten children.

State support for early childhood programs has traditionally focused on helping local districts pay for kindergartens and supplementing Federal programs. California is far and away the biggest spender, with $280 million designated this year for 130,000 students. New York is second with $14 million, which goes to 7,000 children. New Jersey spends $4 million on 1,000 students.

At least 10 states now have mandated services for young children who are handicapped, and five states — Delaware, Florida, Kentucky, South Carolina and Virginia — recently enacted laws requiring kindergarten attendance. Such legislation is pending in Connecticut, Georgia, Louisiana and Vermont.

Mississippi is now the only state without public school kindergartens.

Questions About Organization

South Carolina has new legislation under which the state will reimburse local districts for half the cost of programs for an estimated 12,000 to 14,000 4-year olds who are considered "at risk." The budget for this program will rise from $2.4 million this year to $16.3 million by 1988-89. Texas has enacted several early childhood programs that will begin in 1985 and are expected eventually to reach the $50 million level.

The question of how to organize the care and education of preschool children has frequently pitted those who run day-care centers against teachers and school administrators, both of whom have sought control of new programs.

The day-care community argues that the care of young children should be viewed as an extension of family structures, with the emphasis on flexible programs that stress social as well as intellectual skills. Public schools, they argue, are too structured, authoritarian and focused on mental skills to meet the broad developmental needs of young children.

Teachers and others, however, argue that they are fully capable of adapting to the special needs of younger children. Moreover, they say, public schools, because they are already established in every community, offer the only realistic delivery system for widespread care of young children.

A Warning About Turf

Last week James A. Kelly, president of the Spring Hill Center, a foundation and conference center near Minneapolis, convened a three-day meeting of 100 representatives of both camps to try to work out a cooperative strategy to push for more early childhood programs.

The general consensus at the meeting was that there was plenty of room for a variety of approaches, ranging from public school programs to those sponsored by commercial firms. Among those urging cooperation was Albert Shanker, president of the American Federation of Teachers. "If we get bogged down in turf problems, the politicians will walk away from the whole issue," he told the assembly.

Mr. Kelly announced that he plans to establish a "network" of leaders from the day-care, health, education and other communities to push for more early education programs. "We'll begin by targeting three to five states such as Washington and South Carolina, that will be working on school reform legislation this year," he said.

In the early 1970's Mr. Kelly, then an officer of the Ford Foundation, organized a similar network to challenge the constitutionality of using property taxes as the primary means of raising money for public schools on the ground that this discriminated against school districts with low property values. That eventually led to major changes in the entire system of support of public education.

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The Debate Begins

Should Schools Take on Child Care?

"The resistance to child care is generated by a subtle and disguised sexism. It is seen as a service to women, not to society."

—Bettye Caldwell

The not-so-subtle consequences of ignoring the burgeoning need and demand for child care services are about to burst upon American society. And educators can't say they weren't warned.

While experts in early child care admit to vague figures on how children are being cared for, they and Census Bureau figures agree the coming years will be unprecedented. What is known?

- A majority of children (54%) have working mothers, 70% of whom are employed full-time.
- Two of five of the 3-5-year-olds have working mothers, but only one of five is enrolled in a full-day program.
- The preprimary enrollment rate of 3-4-year-olds doubled between 1970 and 1982.
- Preprimary enrollment is directly related to income and education of the parents. For example, 24% more 4-year-olds in families with an income above $20,000 are enrolled; 36% more are enrolled if their parents have a college rather than elementary school education.
- This dual system of child care was exacerbated in 1981 by cuts of 21% to 30% in the federal programs supporting child care for low income families.
- By the year 2000, about 30% of women will delay their first child until after 30, meaning the mothers will be career oriented and better educated.
- Most women work today out of economic necessity. One-fifth of all families are headed by women; 73% of married working women have husbands who earn less than $20,000 a year.

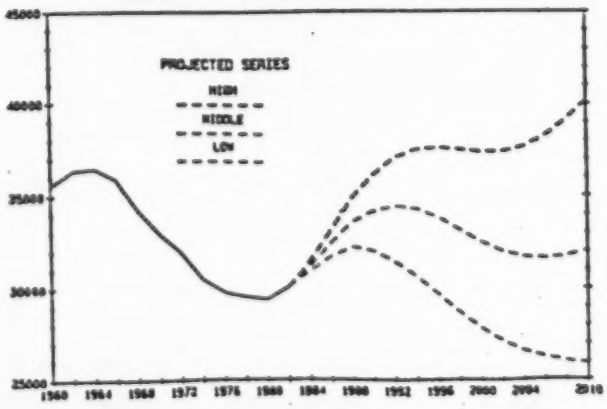
This convergence of forces--a growing demand for child care from the educated and affluent, a growing need from the impoverished, and a steady increase in the number of preschool-age children until the late 1990s--spurred the calling of an unusual meeting last month.

For the first time in anyone's memory, the leadership of child care and early childhood education, educators and education policy-makers sat down together to discuss the role of the public schools in child care. For three days, at the Spring Hill Center outside Minneapolis, about 100 people listened warily to each other debate the issues.

Long an advocate of the integration of child care with the public schools, the AFT and its president, Al Shanker, were there in full force. For child care to have a permanent base, he argued, "it needs to attach itself to an institution which has a delivery system" and can protect it. Shanker also chided educators for neglecting the preschool group. "School people should be concerned about what happens to children the years before they start school and the hours after they leave it," he said.

But the early childhood/child care experts needed more convincing. "The two domains are natural enemies," commented Bettye Caldwell of the U. of Arkansas, and are based upon different concepts of what children need. Caldwell also noted that private schools "are not missing the point," realizing

Number of Persons, 0-8 Years ...



Source: U.S. Bureau of the Census

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they won't attract middle-class parents unless they offer child care, too. (A recent survey of independent schools shows that more than half provide extended-day services).

Caldwell's experience, with demonstration projects that put child care in the public schools in Little Rock, was positive, although "certainly not easy," she said.

Others objected, however, to the inflexibility of the public schools in programs and scheduling and to different approaches toward parent involvement.

Another split was over where to push for funds needed to provide quality day care to all families wanting it.

Despite the federal budget deficit, staff for Congressional committees expressed optimism about making it a national priority. In fact, among the earliest bills introduced in both houses of Congress were child care proposals.

"It is politically possible to organize coalitions around the institutions that care for children. It could be like a house with many rooms."

—James Kelly

The last Congress laid the groundwork through hearings and reports of the House Select Committee on Children, Youth, and Families. Its recommendations, issued last fall, would revise tax policies on child care, expand training and information, explore ways to allow working parents more time for infant care, improve the scope and funding of federal programs for child care and provide incentives for employer-sponsored child care. The committee further recommended federal incentives for in-school programs for 4-year-olds.

A substantial federal initiative for child care was quashed in Congress in 1972. But times have changed and the mood is right, Shanker said.

However, states have more money than the federal level, pointed out Michael Kirst of Stanford U. As long as child care is perceived as a federal, not a state, issue, it won't get the attention it needs, he said. Strategies suggested by Kirst included selecting states where successful models could be developed, "force child care onto the agenda of public schools," show schools how fees could be revenue sources and build coalitions with business, labor and other groups.

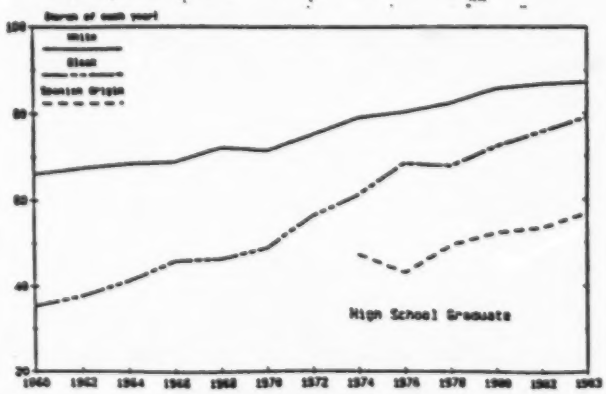
The Spring Hill conference affirmed some trends. The country's diverse child care system is growing and marbled with good models. Public schools are starting to reach down to the very young.

"But more is needed, and better education of young children is needed," said James Kelly, president of the Spring Hill Center. Building on successful models, "it is politically possible to organize coalitions around the institutions that care for children. It could be like a house with many rooms."

Kelly also noted that if as much attention were paid to the articulation of children between ages 2 and 7 as to high school students headed for college, "child care providers and teachers would learn much from each other."

The conference fell short of defining the strategies that are needed. But, as Kelly said, "it broke the ice" on an issue that had been frozen in silence before.

Educational Attainment of Women, 30-34



Source: U.S. Bureau of the Census

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— is both rare and difficult. In [private] child care, experimentation occurs constantly, but nothing is ever standardized.

The gap between the public and private sectors was illustrated vividly during the 1970s, when school enrollments declined approximately 20% (about eight to nine million students), but empty classrooms and unemployed teachers were not reallocated to the child-care sector.

Albert Shanker, president of the American Federation of Teachers (AFT), felt that the differences between private child-care providers and the public schools had caused both groups to miss an opportunity to serve the needs of children. He was less than optimistic about future cooperation.

Shanker thought the school reform movement presented the first opportunity in more than a decade for some progress toward cooperation. However, he also said that the public schools are not looking for new business — not at a time when they are being criticized for not doing a good job with their existing programs. Shanker was doubtful that a completely new delivery system could be forged in such a climate. When schools are fighting for adequate resources, they are unlikely to want to share any new state money with private vendors, he said. However, Shanker did acknowledge that programs for latchkey children might be an area in which cooperation would be possible, because these programs are already part of the school-funding picture.

Jack Gordon, a Florida state senator, said that all groups with an interest in child care must rise above "either/or" thinking about schools versus private day-care vendors. The same children are being served by both types of providers; and parents, according to Gordon, expect to pay for day-care services. He even asked whether states should consider providing some kind of "allowance" for child care. Though he didn't use the word *voucher*, he was apparently suggesting that some mechanism is needed to help states fund programs both for parents who can afford to pay for child care and for parents who cannot.

Michael Kirst, a professor of education at Stanford University, said that — given the cooperation exhibited by members of the public and private sectors in the excellence movement — now is a particularly good time to try to form a coalition of governors, legislators, chief state school officers, and business leaders to push for improved child care. Because there is no consensus on the best delivery system, Kirst said that there could be no model legislation to carry from one state to another. He suggested that each state build coalitions among interested parties within its borders.

In summarizing the work of the conference, Kelly said that he hoped the meeting would help to create a network of coalition builders that could begin to press for legislation in three to five states. Through an elaborate consensus-building process, the participants in the conference agreed that state reform activity should include the following features:

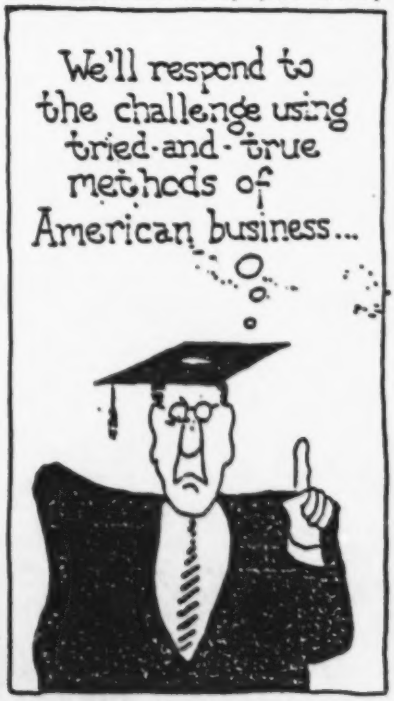
- state-funded block grants to local communities;
- new programs built on successful existing services;
- evidence that money spent on early childhood programs means less money spent on welfare, remedial education, and prisons; and
- funding for parents who cannot afford to pay for all or part of the cost of the service.

The Spring Hill conference on child care and the role of the public schools could be the beginning of a new movement for programs of early childhood education. In the early 1970s, Kelly, then a program officer at the Ford Foundation, was instrumental in starting a network of school finance experts that played a significant role in revising school finance laws in the states. It could happen again.

NATIONAL MEETING SET

From February 15 through February 17, the Education Commission of the States and the National Conference of State Legislatures will host a national seminar for 90 state legislators on the subject of child care and the schools. Some of the same experts who spoke at the Spring Hill conference will attend, and special sessions will address the roles that state legislatures and state boards of education can play in the development of child-care programs.

The implications of the Texas Reform Law of 1984 (HB 72) will also be on the agenda. This law requires school districts to offer prekindergarten classes if they can identify 15 or more children who are unable to speak English or who come from families whose income is below the subsistence level. The Texas legislature will provide funds (including transportation costs) for this program, which takes effect in the 1985-86 school year. □



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Editorials

The critical need for good day care

Being home alone. That's what scares them most, said a majority of fifth, sixth and seventh graders in a survey by a magazine for schoolchildren. The number of "latchkey kids" in America who come home to an empty house in the afternoon is at least 2 million; some researchers believe the actual number may be triple that.

Another big group of little ones stands in need of child care: preschoolers. More than half the women in the work force are "mom" to children 5 years old and under.

The need for quality care — not the haphazard, prop-the-bottle, "go watch TV" kind — far outstrips the supply. Clearly, that must change.

A group of child care providers, educators and legislators from across the country met at Spring Hill Center recently and had no difficulty identifying the problem. Historically, however, they have not succeeded in forging a partnership to attack it. That must change, too, or a propitious moment may slip away. Factors that have made that moment include:

- Most people now accept that a "typical" family, with father as wage earner and mother as homebody, is the exception rather than the rule.
- Most people also realize that children are not safe alone, even in their own homes.
- Many people see that although licensed homes give adequate day-care attention to large numbers of children, the care could become more skilled with a small investment in special training.
- Some people understand that a legitimate and useful connection can be made between the need for better child care, and the demand for educational reform now sweeping the nation.

The cry for quality child care is heard loudest from two quarters. On the one hand, women over 30 are giving birth in rising numbers. Now at 22 percent of all births, projections put the figure at 30 percent by the end of the century. These women more likely to be embarked on a life's work, often enjoy the resources to pay for professional child care but experience difficulty in finding it.

The needs of other parents are even more acute, since they lack adequate funds for good child care, whether they can find or not. The working poor, single parents, very young mothers, and non-English-speaking families are in this group. Widespre benefits springing from more accessible child care are easy to imagine: teen-age moms finishing school and welfare recipient moving into the work force are two examples.

Corporations that sponsor on-site day care centers would rea benefits, yet a nationwide survey found only 400 corporations operating such centers in 1980. This solution stands as one of th most logical, especially for parents with preschoolers. The serenity of mothers and fathers who know their little ones are nearby, basking in the warmth of a well-run program, would surely well up in increased productivity.

Mothers are going to keep on working. Experts predict no change there. Society's only reasonable, responsible course is t provide school models and corporate involvement and training programs for home-based providers and sliding-scale subsidie to help parents meet fees.

Schools could help

For youngsters over 5 whose latchkeys open the door to scary solitude at day's end, the use of school buildings fo after-school care seems highly logical. There they stand those costly structures, largely unused in the evenings, on weekends and during vacation periods.

But teachers and child care providers squabble over who would be in charge of school-based day care, and how heavily educational the programs should be. Logically, child care experts should be in charge; and the schedule should be lighter than formal instruction but heftier than simple child-minding. Such activities as games, field trips, cooking and day camping would combine learning with delight.

Before- and after-school care provides solid payoffs for loc districts. Such programs could serve as magnets, aiding desegregation efforts. And schools that stretch hours in this w inspire particular enthusiasm, participation and loyalty from parents.

This point has not been lost on private schools, many of whi already offer child-care programs. In the public sector, nearly every elementary school in Little Rock, Ark., offers extended-day opportunities for students.

What works well in that city should serve as propellant and prototype in other places.

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Minneapolis Star and Tribune
December 12, 1984

Officials say schools won't expand their role to baby-sitting

By Wendy S. Tai
Staff Writer

Minnesota public schools probably will expand their role in caring for children, but not to the extent of running day care centers, several education officials said Tuesday.

However, said Lois Engstrom, early childhood family education specialist with the state Department of Education, schools probably can play a role in child care by providing referral services to parents.

Engstrom was among about 100 education and child care specialists attending a national conference on child care and the role of public schools at the Spring Hill Center in Orono yesterday.

The conference looked at the need for child care centers across the nation as an increasing number of women continue to work after giving birth. More than 250,000 people in Minnesota depend on child care for a child under age 6, according to the Child Care WORKS coalition, an organization set up to deal with child care issues. Another 110,000 workers depend on child care for school-age children.

"There's not enough care for those who need it," said Erna Fishhaut, coordinator for the Center for Early Education and Development at the University of Minnesota.

The greatest need lies in care for school-age children and infant care, said David Allen, executive director of Resources for Child Caring, Inc. in St. Paul.

There are no child care services funded solely by local taxes in Minnesota or anywhere else in the country, an education specialist said yesterday. What programs exist depend on federal money, users' fees and school facilities.

In Minnesota, some public schools have used latchkey programs, in which children are kept before and after school hours while parents work. However, most latchkey programs run on parents' fees, with schools contributing facilities, Engstrom said.

For about the past decade, some schools also have run early-childhood family-education programs, to help improve parent skills and child development. Such programs have been funded by a state agency and by fees from parents. Those who couldn't afford the classes had the fees waived, Engstrom said.

When the Minnesota Legislature allowed school districts to levy a tax to run their family education programs, the number of districts involved jumped from 29 to about 250, she said. These, however, are classes, not baby-sitting services.

Children continued on page 4B

Children

Continued from page 3B

An impetus for schools to become more involved in child care is "really not to meet needs of working parents, but to grow smarter kids," said James Levine, president of Media Group with the Bank Street College in New York City.

Fishhaut said some parents who expect their children to be "superkids" tend to push for education programs for preschoolers, rather than day care.

But those people are in the minority in Minnesota, she said. "Most parents just worry about getting care."

She and several Minnesotans said they do not foresee schools taking over the baby-sitting function provided by private child care centers.

"School districts can't subsidize it," Allen said, "and there'd be no way to pay for it."

Jack Tamble, community education manager for the Minneapolis public schools, said in an interview yesterday, "The problem of kids going home to an empty house is not just a school problem. It's a societal problem." The problem goes "well beyond the education realm," he said. The district's latchkey programs are not education programs.

Engstrom said she believes that more schools will develop latchkey programs for school-age children but that care probably won't extend to preschoolers.

"The schools' responsibility is to educate the parents in what do you look for (in a child care center), "how do you protect your children, what are parents' rights," she said. "Our role is to educate people about where resources are and how to get some of them ... to make families more independent rather than dependent."

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ONE ALTERNATIVE

To Expanding Quality Care and Child Development Programs
Using all Available Resources

by
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Federal/National

- Double Head Start funding
- Make sure federally funded child care and early education programs are encouraged to work jointly with local and state program.
- Use national level/interested federal "folks" to articulate needs for benefits of quality and safe child care and child development and education programs
- Use national advocates to a) build capacity for state and local efforts to increase funding for early childhood efforts b) provide model programs using different approaches

State

- Provide state funding for at least half day programs for at-risk 3 and 4 year olds equal to at least twice the current investment in Head Start and provide for "mechanisms" (i.e., transportation) to encourage and facilitate quality and safe child care for the other half of the day. Schools will be most likely recipient of funds, but that may contract with others to provide service.
- Use state level advocates a) to provide and encourage successful models at local level b) to help package combinations of funding and c) to articulate needs for benefits of quality child and early childhood development programs.
- Provide incentives/remove disincentives for extended day programs in schools using all resources

Local

- Develop the joint programs--both preschool and extended day
- Contribute the "missing pieces" to funding packages for quality programs